

Message Text

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ORIGIN INT-05

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DRAFTED BY: OMSN:PRROSENBLATT
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TAGS: OGEN, TQ

SUBJECT:COM LEADERSHIP CABLEGRAM TO AMBASSADOR ROSENBLATT

1. FOLLOWING IS TEXT OF CABLEGRAM DATED AUG 20, 1977
ADDRESSED TO AMBASSADOR PETER R. ROSENBLATT FROM COM
PRESIDENT NAKAYAMA AND SPEAKER HENRY:

BEGIN TEXT. PLEASE ACCEPT OUR CONGRATULATIONS ON YOUR
EXPECTED CONFIRMATION BY THE UNITED STATES SENATE ON
AUGUST 4, 1977 AS THE PRESIDENT'S PERSONAL REPRESENTATIVE
TO THE MICRONESIAN STATUS NEGOTIATIONS. WE APPRECIATED
YOUR WARM RECEPTION DURING OUR SECOND ROUND TABLE DISCUS-
SION HELD IN GUAM LAST MONTH.

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THIS MESSAGE IS TO INFORM YOU THAT THE UNITED STATES PRO-
POSAL FOR A NEGOTIATING FORMAT WHICH INCLUDES BOTH MULTI-
LATERAL AND BILATERAL NEGOTIATIONS FOCUSING ON THOSE
ASPECTS OF THE RELATIONSHIP WITH THE UNITED STATES WHICH
WILL BE COMMON TO ALL SIX DISTRICTS IN THE FORMER AND THOSE
ASPECTS LIMITED TO A DISTRICT OR GROUP OF DISTRICTS IN THE
LATTER HAS BEEN FORMALLY REFERRED TO THE COMMISSION ON
FUTURE POLITICAL STATUS AND TRANSITION FOR REVIEW AND COM-
MENTS. ALTHOUGH WE HAVE NOT RECEIVED THE COMMISSION'S COM-
MENTS AND RECOMMENDATIONS AS OF THIS WRITING WE EXPECT THEM

VERY SHORTLY.

THE UNITED STATES VIEWS ON THE 200-MILE FISHING ZONE HAVE ALSO BEEN DULY REFERRED TO THE DELEGATION OF MICRONEIA TO THE UNITED NATIONS LAW OF THE SEA CONFERENCES FOR ITS RECOMMENDATIONS. ALTHOUGH WE DID AGREE DURING THE LAST ROUND TABLE DISCUSSIONS IN GUAM LAST JULY THAT THE UNITED STATES PROPOSAL REPRESENTED AN IMPORTANT AND REALISTIC STEP TOWARD THE RESUMPTION OF NEGOTIATIONS AND WE BELIEVE THAT IT COULD FORM AN ACCEPTABLE BASIS FOR NEGOTIATIONS IT IS OUR PRESENT VIEW THAT THE UNITED STATES PROPOSAL DOES NOT CLEARLY ADDRESS THE CONTINUING NEED FOR THE CONGRESS OF MICRONESIA TO PARTICIPATE IN THESE NEGOTIATIONS. WE BELIEVE THAT THE CONGRESS PARTICIPATION IS ABSOLUTELY ESSENTIAL AND THAT IT IS OUR DUTY TO INSURE ITS PARTICIPATION. WHILE WE AGREE THAT THE UNITED STATES PROPOSAL REPRESENTS AN IMPORTANT AND REALISTIC STEP TOWARD THE RESUMPTION OF NEGOTIATIONS WE FEEL THAT IT IS UNWISE FOR THE UNITED STATES CONSIDERING ITS UN TRUSTEESHIP RESPONSIBILITIES TO IGNORE THE APPROPRIATE ROLE OF THE CONGRESS OF MICRONESIA. OUR REVIEW OF THE VERBATIM TRANSCRIPTS OF THE UNITED STATES RESPONSE TO OUR INQUIRY WHETHER IN THE PRO-LIMITED OFFICIAL USE
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POSED TIER ONE THE MULTILATERAL NEGOTIATIONS THE UNITED STATES INTENDS TO CONTINUE TO RECOGNIZE THE CENTRAL ENTITY--CONGRESS OF MICRONESIA--AS THE ENTITY THROUGH WHICH THESE MULTILATERAL NEGOTIATIONS WOULD BE CONDUCTED IS NOT CLEAR. WE REQUEST AN IMMEDIATE CLARIFICATION ON THIS POINT AS OUR FIFTEEN DAY SPECIAL SESSION IS DUE TO END ON AUGUST 29, 1977. THE LEADERSHIP OF THE TH" CONGRESS OF MICRONESIA IS WILLING TO AND WOULD SUPPORT THE BILATERAL NEGOTIATIONS AS PROPOSED IN TIER TWO IF IT IS UNDERSTOOD THAT THE DISTRICTS' REPRESENTATIVES FOR THE TIER ONE NEGOTIATIONS ARE EITHER SELECTED THROUGH AN ENACTMENT OF THE CONGRESS OF MICRONESIA OR SELECTED FROM THE PRESENT MEMBERS OF THE CONGRESS OF MICRONESIA. ACCEPTANCE OF THE UNITED STATES PROPOSAL BASED ON OUR ABOVE STATED UNDERSTANDING ASSUMES THAT THERE WOULD BE NO FURTHER SHIFTING OR MODIFICATION OF ISSUES BETWEEN THE TWO TIERS WHICH WOULD AFFECT THE INTEGRITY OF THE UNITED STATES PROPOSAL AND THE INTEGRITY OF THE CONGRESS OF MICRONESIA'S ROLE IN SUCH NEGOTIATIONS.

WE FURTHER REQUEST THAT THIS INQUIRY BE KEPT CONFIDENTIAL AND THAT YOUR RESPONSE BE RECEIVED AT THE EARLIEST TIME POSSIBLE TO ALLOW US TO CONSIDER NECESSARY LEGISLATION TO IMPLEMENT THE UNITED STATES PROPOSAL.

END TEXT.

ROSENBLATT TO COM LEADERSHIP:

BEGIN TEXT. I AM GRATEFUL TO YOU FOR THE VERY GENEROUS AND WARM COMMENTS REGARDING MY CONFIRMATION CONTAINED IN YOUR CABLEGRAM OF AUGUST 20. I LOOK FORWARD TO THANKING YOU AND MANY OF THE MEMBERS OF THE CONGRESS OF MICRONESIA PERSONALLY DURING MY SEPTEMBER VISIT TO THE TRUST TERRITORY.

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ON BEHALF OF THE UNITED STATES, I WOULD LIKE TO EXTEND MY FURTHER APPRECIATION TO YOU FOR CONVEYING OUR GUAM PROPOSAL TO THE COMMISSION ON FUTURE POLITICAL STATUS AND TRANSITION. THE U.S. DELEGATION WAS DISAPPOINTED THAT THE COMMISSION MEMBERS PRESENT ON GUAM DID NOT ACTIVELY PARTICIPATE IN OUR DISCUSSIONS AND LOOK FORWARD TO LEARNING OF ITS COMMENTS AND RECOMMENDATIONS. WE ALSO HOPE THE CONGRESS, DURING THIS SPECIAL SESSION, AND ON RECOMMENDATION OF ITS DELEGATION TO THE UNITED NATIONS LOS CONFERENCE, WILL ENACT LEGISLATION ALONG THE LINES OF THAT PROPOSED BY HIGH COMMISSIONER WINKEL ON THE MATTER OF FISHERY ZONE MANAGEMENT AND JURISDICTION DURING THE REMAINDER OF THE TRUSTEESHIP PERIOD.

THE CARTER ADMINISTRATION, AND I PERSONALLY, UNDERSTAND AND SYMPATHIZE DEEPLY WITH THE CONCERN WHICH YOU, WHO ARE PROMINENT AMONG THE ARCHITECTS OF THE COM AND OF THE MICRONESIAN ADEAL, FEEL FOR THE FUTURE ROLE OF THE CONGRESS. BUT WE BELIEVE THAT WE ALL, MICRONESIANS AND AMERICANS ALIKE, HAVE TO REALIZE THAT THE REPRESENTATION OF THE PEOPLES OF MICRONESIA AT THE MULTILATERAL NEGOTIATIONS COMMENCING THIS FALL MUST BE DETERMINED BY AND BE REFLECTIVE OF THE WILL OF THOSE PEOPLES. THAT IS WHY WE STATED, AS WE DID ON GUAM, THAT OUR PROPOSAL "REQUIRES THAT ALL DISTRICTS BE EFFECTIVELY REPRESENTED IN BOTH MULTILATERAL AND BILATERAL NEGOTIATIONS", AND THAT:

-- "EACH DISTRICT WOULD DETERMINE ITS REPRESENTATIVES FOR THE MULTILATERAL TALKS AND WOULD ALSO DESIGNATE NEGOTIATORS FOR BILATERAL TALKS. EITHER FUNCTION COULD BE DELEGATED BY A DISTRICT TO THE CONGRESS OF MICRONESIA OR TO ITS OWN NEGOTIATING COMMISSION. THE CONGRESS OF MICRONESIA, MIGHT PLAY A COORDINATING ROLE FOR MICRONESIAN PARTICIPATION IN THE

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MULTILATERAL NEGOTIATIONS."

THEREFORE THE UNITED STATES' INTEREST IN THE COMPOSITION OF MICRONESIAN REPRESENTATION AT THE MULTILATERAL NEGOTIATIONS DOES NOT EXTEND BEYOND THE EFFECTIVE, DEMOCRATIC REPRESENTATION OF EACH OF THE SIX DISTRICTS. HENCE, IF THE CONGRESS DEMONSTRABLY REPRESENTS EACH OF THE DISTRICTS IT WOULD BE OUR LOGICAL NEGOTIATING PARTNER AT THE MULTILATERAL NEGOTIATIONS, BUT IF THE CONGRESS EFFECTIVELY REPRESENTS LESS THAN ALL OF THE DISTRICTS THOSE OTHER DISTRICTS WILL HAVE TO BE REPRESENTED IN SUCH OTHER FASHION AS THEIR DISTRICT LEGISLATURES MAY DIRECT.

I SHOULD LIKE TO OBSERVE THAT THE MULTILATERAL NEGOTIATIONS WHICH WE HAVE PROPOSED ARE INTENDED TO FOCUS ON THE US-MICRONESIAN FREE ASSOCIATION RELATIONSHIP AND, POSSIBLY, ON SUCH INTERNAL SERVICES AND PROGRAMS AS THE MICRONESIAN PEOPLES THEMSELVES DETERMINE SHOULD BE IMPLEMENTED ON AN ALL-MICRONESIAN BASIS. IT MAY BE DETERMINED THAT THE SUCCESSFUL MANAGEMENT OF THE FREE ASSOCIATION RELATIONSHIP AND OF INTERNAL SERVICES AND PROGRAMS IN THE POST-TRUSTEESHIP PERIOD WILL REQUIRE THE CREATION OR PERPETUATION OF ALL-MICRONESIAN INSTITUTIONS.

THE CONGRESS MIGHT, THEREFORE, WISH TO CONSIDER ITS ROLE NOT ONLY IN THE FORTHCOMING NEGOTIATIONS BUT ALSO IN RELATION TO THE ALL-MICRONESIAN INSTITUTIONS WHICH MAY BE REQUIRED IN THE POST-TRUSTEESHIP PERIOD BY CONSENT AND AGREEMENT OF ALL OF THE DISTRICTS.

YOU HAVE REFERRED, ALSO, TO "SHIFTING OR MODIFICATION OF ISSUES" BETWEEN THE TWO NEGOTIATING TIERS. OUR PROPOSAL CITED EXAMPLES OF ISSUES WHICH OUR DELEGATION FELT MIGHT APPROPRIATELY BE TAKEN UP AT EACH OF THESE LEVELS WITHOUT, HOWEVER, ATTEMPTING AN EXHAUSTIVE LISTING OF SUBJECT MATTERS FOR EITHER TIER. NONETHELESS, THE DISCUSSION OF LIMITED OFFICIAL USE
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THOSE SUBJECTS CONTAINED IN OUR PROPOSAL REFLECTS OUR THINKING. THESE SUBJECTS WILL FORM THE BASIS FOR THE POSITION WHICH WE WILL ELABORATE AT PRELIMINARY INFORMAL DISCUSSIONS WHICH WE PROPOSE TAKE PLACE IN WASHINGTON WITH REPRESENTATIVES OF EACH PARTY TO ESTABLISH THE AGNEDAS FOR BOTH TIERS OF THE OCTOBER NEGOTIATIONS.

I AM NOT UNMINDFUL OF THE FACT THAT NEGOTIATIONS CONDUCTED ALONG THE LINES WHICH WE HAVE PROPOSED WILL REQUIRE SUBSTANTIAL COMPROMISE OF CHERISHED POSITIONS BY THE CONGRESS. IT IS OUR BELIEF THAT SUCH COMPROMISE IS REQUIRED IF THE ESSENTIAL KERNEL OF THE CONGRESS' IDEAL IS TO BE PRESERVED. THE PASSAGE OF TIME HAS NOT PROVEN BENEFICIAL FROM THIS STANDPOINT AND THIS FACT ADDS URGENCY TO OUR

CONVICTING THAT NEGOTIATIONS MUST BEGIN PROMPTLY.

FINALLY, PERMIT ME TO EXPRESS THE UNITED STATES GOVERNMENT'S HOPE THAT THE CONGRESS OF MICRONESIA WILL, AT ITS CURRENT SPECIAL SESSION, RESUME ITS ROLE AT THE FOREFRONT OF THE MICRONESIAN PEOPLES' CREATIVE EFFORTS TO ACHIEVE THE NEW POLITICAL STATUS WE ALL SEEK.

I TRUST THAT YOU WILL CONVEY MY BEST REGARDS TO YOUR COLLEAGUES AND I LOOK FORWARD TO SEEING YOU SOON IN MICRONESIA.

END TEXT.

3. FYI: RESPONSE, PARA 2 ABOVE, WAS PROVIDED TO THE MICRONESIAN WASHINGTON OFFICE (MR. FALCAM) FOR TRANSMITTAL TO THE LEADERSHIP IN COMPLIANCE WITH THEIR REQUEST FOR CONFIDENTIALITY. WE ASKED THAT COPIES OF BOTH THE LEADERSHIP'S CABLEGRAM AND OUR RESPONSE THERETO BE PROVIDED SLNO LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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BENNETT ON PONAPE. END FYI. CHRISTOPHER

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